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ABSTRACT

This statement, approved by the New York Regents, lists goals for elementary, secondary, and continuing education. The responsibilities of various agencies for achieving the goals are described, and gaps between the goals and current realities are identified. The statement is intended to serve as a guide to the Education Department as it plans programs to carry out the Regents' goals and policies, and as a possible starting point for development of goals and programs by schools and other educational agencies. The Regents expect that the discussion and actions stimulated by this paper will lead to a higher degree of goal realization for all students in the State. The 10 goals listed include the following: (1) mastery of the basic skills of communication and reasoning; (2) ability to sustain lifetime learning; (3) ability to maintain one's mental, physical, and emotional health; (4) understanding of human relations; (5) competence in the processes of developing values; (6) knowledge of the humanities, social sciences, and natural sciences; (7) occupational competence; (8) knowledge and appreciation of our culture; (9) understanding the processes of effective citizenship; and (10) knowledge of the environment. Educational outcomes that are the particular responsibility of the school are listed with each goal. (Author/RM)

GOALS FOR ELEMENTARY SECONDARY A CONTINUING EDUCATION IN NEW YORK STATE

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foreword

Goals for Elementary, Secondary and Continuing Education in New York State

This statement has been approved by the Regents of the University of the State of New York. It lists ten goals widely shared by the people of the State as to the aspirations for a fully educated person and describes the responsibilities of various agencies for achieving the goals. The statement also identifies serious gaps between the goals and current reality.

The statement has been two years in development, during which time drafts have been widely reviewed throughout the State. The final version has been strengthened by contributions and constructive criticisms made by many individuals and organizations in our State. The statement is now being used by the State Education Department as a basis for its plans for action in elemenary, secondary and continuing education.

Each school and local school system is encouraged to use the statement as a basis for action in setting its own goals, assessing the status of its educational programs in relation to those goals, and identifying aspects of its programs that fall short of the goals. Some of these shortcomings, or "gaps" and "concerns" as they are called in this statement, will be primarily local; some, however, may be quite widespread and might best be dealt with through multi-district efforts or by the State as a whole.

In order to determine what gaps and concerns must be the focus of State effort, the Regents request that the educational community and all persons concerned about education in New York take steps to review this statement, set up school and school system action plans and be prepared to provide reactions as to State concerns related to the goals by November 1, 1974. Through such a process this statement can be a part of a continuing educational planning procedure for New York State.

Faithfully yours,

Ewald B. Nyquist

Ewald B. Nyquist

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introduction

Long ago the State of New York recognized the significance of quality education and its influence on the welfare of its citizens and the economy of the State and the Nation. The hopes and dreams of millions of people who have selected this State as their residence have found fulfillment largely as a result of New York's strong and expanding educational system.

Education is one of the largest items in the State budget; over $6 billion a year is spent for elementary, secondary, and continuing education. It represents the biggest claim on local tax dollars and it is one of the major employers of people in the State. More than a quarter million people are employed in education to serve almost four and a quarter million students in public and nonpublic schools.

One of the basic reasons that the people of the State spend so much on education is due to the belief that it is the passport to the American dream — the means by which an individual may rise to his maximum fulfillment. Yet, there are areas within our society which do not regard education with such high esteem. Although many people feel that their education is the prime reason for their success, others express disappointment with their education. This is especially true of the poor, the disadvantaged, the handicapped, and those who did not complete their formal education. There are people in our society who regard education to be the key to the solution of contemporary problems; while others tell us that education has assumed too many responsibilities. Some claim that too much is spent on education; others say that educational funds are inadequate.

Because of the varying opinions and differing views on the significance of education, the Regents decided to embark upon an examination of the goals of elementary, secondary, and continuing education in New York State. Accordingly, a preliminary paper was prepared which listed ten goals and identified nine ways in which it was believed that education was not meeting the goals. That paper was circulated throughout the State to elicit comments.

On the basis of those comments we have revised the paper

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and present it again for reaction. Its purpose now is to serve as a guide to the Education Department as it plans its programs to carry out the Regents goals and policies, and as a possible starting point for development of goals and programs by other educational agencies.

philosophy of education

Any statement of educational goals must inevitably be based upon a philosophy of life, the individual's part in life, and the role of education therein.

In our society the many views on these matters are translated into differing educational programs with differing emphases on such matters as the role of the individual, the importance of the acquisition of knowledge, and the relation of education to society.

The goals which follow assume the fundamental importance of the individual, and a commitment to freedom and to the acceptance of diversity of belief and action within the broad limits of a democratic system.

goals

The goal statements below reflect desirable conditions necessary for one to reach maximum fulfillment. *Achievement of the goals is not necessarily the responsibility of the school. Many also fall within the purview of the individual, the family, religious institutions, and the community at large.* The educational outcomes which follow each goal statement do indicate more directly what the responsibilities of the school are in attempting to achieve the goals. *They are not presented in any order of priority since they are all important as expressions of our aspirations for a fully educated person.* Differing priorities, reflecting regional differences, may well

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be determined at local district levels.

There are, however, three goals listed below as separate goals which are so pervasive that they could just as well be considered part of every goal. These are the goals labeled "Basic Skills," "Knowledge," and "Values." Development of basic skills is essential to the accomplishment of the other goals and is generally agreed to be a primary responsibility of the school. Similarly, the achievement of each goal requires the acquisition of revelant knowledge, which also is promoted by instruction. Although value education may be treated as a separate "subject," values and the process of making value choices can be taught in connection with any goal. Indeed, it is virtually impossible to avoid value considerations in the presentation of any subject. Even the decision to be "value free" is itself a value. The school, therefore, cannot and should not avoid dealing with values. Recognizing this fact, the school should try to be as conscious as possible of the values it does communicate.

The educational outcomes that are the particular responsibility of the school are listed with each goal.

1 Goal: Mastery of the basic skills of communication and reasoning essential to live a full and productive life

School: a. Communication skills (*e.g.*, reading, writing, speaking, listening, and viewing)
b. Computational operations (*e.g.*, mathematical conceptualization, problem-solving, data collection)
c. The logical process of thinking creatively, critically, and constructively in problem solving, planning, evaluation, analysis, research, etc.

2 Goal: Ability to sustain lifetime learning in order to adapt to the new demands, opportunities, and values of a changing world

School: a. Knowledge of contemporary society
b. Knowledge of alternative futures
c. Learning skills
d. Personal planning skills
e. Problem defining and solving skills

3 Goal: Ability to maintain one's mental, physical, and emotional health

School: a. Knowledge of good health habits and the conditions necessary for physical and emotional well-being
b. Knowledge of the physical and health problems caused

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by drug addiction and other personally harmful activities
c. Knowledge of sound community health practices
d. Understanding body processes and functions
e. Development of physical fitness
f. Knowledge of safety principles and practices

4 **Goal: Understanding of human relations — respect for and ability to relate to other people in our own and other nations — including those of different sex, origins, cultures, and aspirations**

School: a. Respect for and knowledge of other social, cultural, and ethnic groups
b. Understanding one's relationship to his natural, economic, and social environment
c. Respect for the community of man
d. Understanding of home and family relationships and involvement in the home, community and society in general

5 **Goal: Competence in the processes of developing values — particularly the formation of spiritual, ethical, religious, and moral values which are essential to individual dignity and a humane civilization**

School: a. Knowledge of the diversity of values
b. Skill in making value-based choices
c. Commitment to one's own values and acceptance of diversity of values in society

6 **Goal: Knowledge of the humanities, social sciences, and natural sciences at a level required to participate in an ever more complex world**

School: a. Knowledge of the basic methods of inquiry in each field
b. Interdisciplinary efforts to focus knowledge on problems

7 **Goal: Occupational competence necessary to secure employment commensurate with ability and aspiration and to perform work in a manner that is gratifying to the individual and to those served**

School: a. Developing work skills and habits
b. Developing awareness of work opportunities
c. Occupation selection
d. Occupational training and retraining

8 **Goal: Knowledge and appreciation of our culture and capacity for creativity, recreation, and self- renewal**

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School: a. Knowledge of major art, musical, literary and drama forms
b. Appreciation of the diversity of mankind's historic and cultural heritage
c. Appreciation of beauty
d. Development of individual creative talents
e. Wise use of leisure time
f. Promotion of increased use of and appreciation for community resources (museums, historic sites, performing arts groups, etc.) that reflect our cultural heritage and achievements

9 Goal: Understanding of the process of effective citizenship in order to participate in and contribute to the government of our society

School: a. Knowledge about political, economic, and legal systems with an emphasis on democratic institutions and on the global interdependence of these systems
b. Knowledge of the American political process at national, State, and local levels
c. Knowledge about taxation and fiscal policy
d. Acquisition of citizenship skills:
1. Decision making
2. Group participation
3. Leadership and "followership"

10 Goal: Knowledge of the environment and the relationship between one's own acts and the quality of the environment

School: a. Awareness of one's relationship to the environment
b. Preservation and wise use of resources
c. Understanding the effects on the environment of man's activities and values — lifestyles, technology, population growth, energy utilization, etc.

the status of education in new york state today

No measurement system available today is designed to provide a complete picture of how well New York State is doing with regard to all the foregoing goals. There are, however, a wide variety of assessment processes in use which, together with less formal methods, permit some judgments to be made about the general level of accomplishment.

As a result of our assessment, the Regents conclude that the

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New York State education system has succeeded in helping most of the population achieve many of the goals listed above — especially those people who are highly motivated and those who are part of the middle and higher economic and social groups. By most measures, the graduates of New York State education excel in academic achievement. There are, however, some students whose performance in the areas of basic skills and knowledge falls below desired levels. In addition, there are serious gaps with respect to a number of the goals between the level of accomplishment that most people would hope to see and the actual conditions that prevail in many communities in the State. We present below the most important of these gaps for the purpose of indicating areas of concern that the Regents expect to see addressed through a variety of programs at State, regional and local levels.

gaps between goals and reality

1. **The gap between the reading and other basic skills of some students and the skills they need to succeed in school and in life**

The results of tests administered statewide indicate that large numbers of children do not read sufficiently well to succeed in their general studies or in nonschool activities requiring reading skills. These test results are confirmed by reports from teachers, administrators, parents, and employers. Children who cannot learn from reading have severe difficulty in all other parts of the school program. This difficulty is compounded if, in addition, the child does not speak and understand English or has a handicapping condition that impairs his capacity to learn. Without this foundation, all of the other goals are far more difficult, if not impossible, to achieve.

2. **The gap between the effectiveness of our current efforts to limit or eliminate venereal disease and drug abuse (including alcoholism and**

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smoking) among students and the level of effectiveness we want to attain

At present there are several social disease epidemics prevalent among American youth which may prove disastrous to our society. The drug abuse epidemic is well known. There is also a sharp increase in the incidence of early alcoholism. In the past, the onset of alcoholism was seen in those 40 to 50 years of age; it is now occurring in disturbing frequency among younger people. Venereal disease rates are climbing alarmingly, reaching truly epidemic proportions. These conditions must be changed. While it would be unrealistic to expect to completely eliminate these problems in the near term, we must reduce the level of incidence far below that currently prevailing. The schools should be in support of other social agencies and the family as they address this problem.

3. **The gap between our vision of what humane individuals and a humane society should be and the way individuals and society are in reality**

Juvenile delinquency, crime, child abuse, high suicide rates, intergroup conflicts, high levels of job dissatisfaction, illegal and improper behavior by government officials, are all indications of the problem. Conditions in society greatly affect what the schools can do. Yet the schools must examine all that they do to insure that their programs do all that they can to develop individuals whose lives more nearly reflect the ideals of our society.

4. **The gap between capabilities needed for occupational success and satisfaction in a modern society, and the capabilities actually possessed by many individuals, such as persons who have completed or left school without adequate preparation for employment and/or further education; and persons who require training or retraining to adjust to changing occupational requirements or changes in their own needs and aspirations**

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Indicators of this gap are such things as: persistent employment problems encountered by young people — graduates as well as dropouts; disenchantment with the idea that a 4-year college education is the sole or certain pathway to success and happiness; and awareness that both the occupational structure and the work ethic of the society are undergoing changes. It has also become clear that increasing numbers of persons will be changing jobs or careers during their lifetimes. At the same time, occupational education continues to be looked to as a major factor in providing for the upward mobility of minority groups which do not yet enjoy the full benefits of society. As a result of these factors, there is widespread recognition today among educators, parents, and the general community, that preparation for work must be a conscious purpose of the educational process at all levels and for students of all ranges of abilities and interests.

5. **The gap between the attitudes, values, and behavior that will be necessary to preserve the environment and conserve natural resources and the attitudes, values and behavior now widely exhibited in our society**

The energy crisis has brought home to all of us with dramatic impact the perilous status of many of the world's natural resources and the interdependence of the global system of which we are a part and on which the standard of living of all depends. It has also exposed the complexities entailed in trying simultaneously to improve the environment and maintain our current levels of resource utilization. In this situation the schools have an opportunity to provide leadership to our society in finding creative ways to deal with environmental and resource problems and to undertake the kind of educational programs that will help our society cope effectively over the long run with the twin concerns of survival and the quality of life.

6. **The gap between the goals of full participation in the democratic process and of maintenance of the social and political order and the reality of the extent of civic participation and responsibility**

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The wide discrepancy between the ideals of our democracy and the realities of political and social behavior is a matter of widespread current public concern. Among youth, activism has given way to apathy, both reflecting misconceptions about how the political and governmental system operates, and what is required to affect them. Every period in our history has confronted the schools with differing challenges in relating to the political realities of the day. Today the task is compounded by the mass of information flooding over students from the media. This situation makes all the more urgent the necessity for the schools to examine their programs to find ways to help students to relate intelligently and effectively to our political and governmental institutions.

concerns

In addition to the gaps that relate to specific goals, there are certain broad gaps or concerns that relate not to any one goal but affect our capacity to achieve all of them. These relate to *equality* of opportunity, the *quality* of our teaching processes, and the *efficiency* and *economy* with which we carry on education.

Concern 1 — Equality

The gap between the educational opportunities afforded to the most favored segments of our population and those least favored — the poor of all races, nonwhite minorities, those who do not speak English, the handicapped, and those who for whatever reasons do not have the same educational opportunity as others in the State with similar needs and aspirations

One major factor helping to perpetuate this inequality is the method by which funds for education are collected and distributed. There are wide disparities both in the amounts spent on the education of pupils and in the taxes paid to support education in different school districts in the State. A large step will have been made toward solution of the other

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aspects of inequality if we can achieve a system of resource distribution that insures that the quality of education a child receives will not depend upon the characteristics of the district in which he happens to reside but will rather be related to the differing needs of each child.

Concern 2 — Quality

The gap between what we know about how best to teach individual children and what we too often do

Learning occurs best as a result of internal motivation and need. It occurs in different ways, at different times, and at a different pace for each individual. It occurs in school and it occurs outside of school. Education geared to learning recognizes these realities. It encourages and recognizes learning wherever it occurs and it knows how to be truly helpful when needed.

These principles are well developed in education theory and are practiced to varying degrees in schools. Children are often classified and programmed to take generally uniform offerings. They are often expected to progress at roughly uniform rates through preplanned material. These are economical and effective practices so long as they capitalize on like needs and capacities. However, this must be supplemented by careful individual analysis and approaches. We must seek to assure that each student acquires the knowledge and skills necessary to survive, let alone live well, in our complex society.

Concern 3 — Economy

The gap between the cost of doing whatever is necessary to achieve the goals of education and the resources made available to accomplish them

During the past several decades it has been possible for education to respond to growing enrollments and needs by increasing the investment in education. More schools, more teachers, more supplies and equipment were mobilized for the task.

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We are now entering an era in which, in spite of declining enrollments, demands for service are continuing to expand and are becoming more sophisticated and complex, yet resources are not becoming more available to satisfy these demands. There are other strong competing claims for tax dollars at a time when the public is growing increasingly hostile to increased taxes.

A major task for all concerned with the equality of education is to help develop an informed public that will support adequate resources for education. At the same time, education must do all it can to insure that the funds it does get are used efficiently and effectively. This effort must include the continuous search for new ways to provide better services and to provide present services more economically.

closing the gaps– a shared responsibility

The Regents recognize that the causes of the gaps described above lie often in factors over which the schools have little or no control. Yet for each of the gaps there is a role for education; and in every case part of the role of those concerned with education is, as advocates for children, to urge upon other agencies of society the fulfilling of their responsibilities. If education does its best and serves to inspire and lead others to do as well, the gaps can be closed.

One of the major responsibilities of other agencies — State and local governments and the public generally — is to provide the funds for education. The Regents have called in the past, and will continue to call, for a level of funding necessary to do the job they believe society wants and needs. At the same time, they acknowledge the necessity for constant scrutiny of all aspects of education to be sure that the money made available is used well. To this end, there must be increased coordination and collaboration among all components of the educational system — the Education Department, BOCES, local school districts and nonpublic schools — as

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well as with the other educating forces in society — higher education, museums, libraries, the arts, and the media. This section briefly indicates the respective roles of each component.

the state education department

A major responsibility of the Education Department is overseeing the operations of elementary, secondary and continuing education in the State of New York within the framework of laws established by the Legislature, the Rules of the Board of Regents, and the Regulations of the Commissioner. The Department carries out this responsibility basically in the following four ways:

It implements and enforces laws, rules, and regulations. It registers schools, certifies teachers, determines eligibility for and distributes financial aid, approves building and transportation plans, and in numerous other ways sees to it that the law is implemented and enforced.

It provides services to schools and other educational agencies such as curriculum guides, consultation on finances, management, pupil personnel, facilities, communications, legal matters, transportation, teacher training, and planning. It collects and disseminates information about improved teaching and management practices and about efficient uses of resources and it helps to implement those improvements. All of these services must be provided in such a way as to enhance the capacity of the system to help individuals achieve the goals of education and to advance the overall effort to close the gaps identified in this paper.

It provides information and advice to other agencies of State government, particularly the Executive and the Legislative branches. The value of good education is clearly recognized in New York State. A major portion of the State budget is devoted to education. Education therefore, commands priority attention from the Executive and Legislative branches of gov-

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ernment. The Department expends a considerable part of its effort in providing needed information and advice on a timely basis. The success of the Department in articulating the needs of education is a key factor in determining whether or not education will obtain the resources and the support in law and policy needed to accomplish the goals of education. A major thrust of Department effort will be to sustain the strong commitment to and support for the goals of education on the part of the Executive and the Legislative branches.

- *It assesses the performance of education and promotes appropriate actions based on that assessment.* For years the Regents examinations have provided a useful tool for the assessment of educational performance in New York State. Building on that experience and tradition, the Department is currently working on new approaches. It is developing and expanding its system for collecting and analyzing information related to the accomplishment of the goals. The thrust in the years ahead will be to improve and expand on these efforts.

In carrying out these basic jobs the Department will concentrate its efforts on closing the gaps identified above. This means in particular that it will be developing far more specific plans than ever before to work on each of the goals and concentrating more of its resources to their attainment. It intends to report regularly on the progress being made toward the goals and it will institute additional procedures for assessing the status of education in the State. This will provide a basis for identifying other gaps toward which future action programs will be addressed. In carrying out this assessment and gap identification, the Department will seek extensive collaboration with all groups that have a stake in the quality of education in the State.

local school districts

While the State has the basic responsibility for the education of all children, major operational responsibility for providing education has been legally and appropriately delegated to local school districts. Each local school district is encouraged to set its goals and conduct its programs within the

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framework provided by the law, the Rules of the Board of Regents, the Regulations of the Commissioner of Education, and the goals set forth in this statement. It is a major aim of the State to insure that this framework of laws, rules, regulations and goals fully reflects and supports local needs and aspirations and takes into account the wide diversity of conditions in the communities of the State.

The Regents urge every local school district to begin or continue its own planning, involving appropriate participation of all those affected by the plans. Such planning should include the following components:

1. Setting school district goals (A review of this paper can be a good starting point for such discussion.)
2. Gathering information by goal area and/or programs which describes the current status of the district
3. Comparing the current status of the district in relation to the goals and identifying gaps between what is and what people would like to see
4. Planning programs and developing budget recommendations for closing the gaps
5. Analyzing and approving program plans and budgets in relation to district goals, priorities, ongoing program commitments, and ability to support proposed programs
6. Implementing and monitoring programs
7. Evaluating programs and reporting on the results

It has been found possible to start with any of the above steps and move in varying sequences through them. A district also may find it preferable to start with a part of its program, such as reading, a single building, or a level such as elementary. The main consideration is that the district have a plan for carrying through its planning process.

boards of cooperative educational services

The local school districts and the State Education Department have long been aware that they cannot, by themselves, effectively meet all the needs of the people of the State. There-

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fore, over the years, they have joined forces to develop a set of intermediate or regional agencies to meet needs that cannot as economically or effectively be met on a local or statewide basis. Through BOCES and other agencies, programs have been developed for libraries, television, occupational education, the handicapped, planning, and many other specific services.

The BOCES are expected to serve as the prime instrument for services and programs which can be provided more economically and effectively on a regionalized basis. Specifically, each BOCES is expected to:

1. Promote cooperation among school districts to insure that every child has equal access to educational opportunity
2. Provide services to meet the needs of individual learners that cannot be provided as effectively or economically by individual school districts in its area
3. Promote cooperation among all agencies, public and private, that serve the needs of children so that the full array of services required to meet each child's needs are brought to bear
4. Provide services to help school districts in its area with operations that the districts cannot as effectively or efficiently provide for themselves
5. Establish cooperative arrangements with other BOCES to provide services that individual BOCES cannot provide as effectively or economically
6. Assist the State to supply to local school districts those services that are properly the business of the State but which can more effectively or economically be provided on a decentralized basis

In order to achieve these goals each Board of Cooperative Educational Services should develop its own educational plan, following steps similar to those outlined above for local district planning. There must be, of course, a close relationship between local district, BOCES, and Education Department plans so that they are mutually supportive and reinforcing and result in measurable impacts on education in New York State.

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nonpublic schools

The State's system for elementary, secondary, and continuing education includes both public and nonpublic schools. The goals are, we believe, equally valid for all schools, and all must participate in the effort to close the gaps previously identified. We believe that the close cooperation which exists between public and nonpublic schools can be further developed so that the resources available to each are used to best advantage for all students.

A unique feature of some nonpublic schools is their concern with one goal that constitutionally lies outside the scope of the public schools — the goal which relates to teaching denominational beliefs. The existence of such nonpublic schools in our system of education offers an option to parents who believe that the school must be concerned with this goal.

other agencies

This paper focuses attention primarily on the formal elementary and secondary educational system and directs itself to the goals for that system. Closely allied to that system are the institutions of higher education and the cultural institutions of the State — libraries, museums, historical sites, performing arts organizations, and public media — that also play an important role in helping individuals achieve the goals of education. Business and industry, too, provide many direct and indirect educational services. In addition, we recognize that much of a person's education occurs outside the formal system and that even within that system much learning occurs without conscious attention to goals, programs, or methods, but results from the interaction of people in a climate conducive to learning. As we assess progress in reaching the goals we will need to give increasing attention to the ways in which these other agencies can contribute to the common effort.

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conclusion

This statement has already generated a productive discussion of the goals of education among many groups throughout the State. It has stimulated some districts to develop their own goal statements and it has focused attention on the work to be done in closing the gaps identified.

The Regents encourage continuing examination of the goals and the status of education with respect to them. We want to use the results of this review as guides to areas in which increased or new State-level or statewide effort is needed. For these purposes we again are asking that the paper be widely examined in the State. By November 1, 1974, we should like to receive reactions to the paper indicating responses to these questions:

1. What, if any, further modifications of the goals and school responsibilities are needed?
2. What progress has been made in closing the gaps and meeting the concerns?
3. What modifications in the gaps (deletions, additions, changes) should be incorporated in the 1975 edition of the paper?
4. What is being done by schools, districts, and BOCES to develop their own goals and plans?

The Regents expect that the discussion and actions stimulated by this paper will lead to a higher degree of goal realization for nearly all students in the State.

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